ISSUES IN CANADA'S OFFICIAL DEVELOPMENT ASSISTANCE POLICIES AND PROGRAMS

A submission from the
Association of Universities and
Colleges of Canada

to the Standing Committee on
External Affairs and
International Trade

THE AUCC WISHES TO THANK DR. DAVID MORRISON, DEAN OF ARTS AND SCIENCE AT TRENT UNIVERSITY, FOR HIS MAJOR CONTRIBUTION IN THE RESEARCHING AND WRITING OF THIS SUBMISSION.

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Although there is broad agreement on the part of Canadian universities with the motivation and general thrust of Canada's Official Development Assistance, there are a number of points which deserve special consideration or emphasis.

First, there should be the recognition that human resource development is the necessary foundation for all facets of economic and social development whether in countries of the industrial world or (even more) of the Third World. It is people and their attitudes, competence, skills and managerial capacities which make the difference between stagnation and development. Physical plant is useless without the managers, skills and infrastructure to operate it.

Second, the managers and skills necessary for Third World progress may be developed either in Canada or in the Third World. Unfortunately, we in Canada have followed perverse policies in regard to foreign students which have reduced the numbers at Canadian universities. The universities themselves have done their best to offset these policies by providing a helpful welcome and productive programs for them. In the Third World several hundred linkages between developing country universities and Canadian universities have contributed to stronger instructional and research programs and therefore to human resource development.

Third, cost effectiveness - getting the maximum developmental impact from each dollar spent - must be given high priority not only in choosing which projects or programs to support but in deciding how they are to be undertaken. The amount of ODA is never unlimited and therefore it should be used with maximum effect. There are few if any more cost-efficient ways to make aid available and to promote development than through education.

Fourth, research has a major role in any productive ODA program whether it is directed toward producing a simple maize-sheller or toward developing a comprehensive model of a Third World country's economy. It is not good enough to repeat the errors of the past or ignore the possibilities of anticipating developments in the future. Within Canadian universities there is untapped research expertise in almost all fields relating to development.

Fifth, we in Canada gain from ODA even though it is principally intended to be of assistance to the Third World. Our students, in their formative years, mingle on Canadian (and in a few cases) on foreign campuses with those of different cultures and values. Our staff find themselves at work with Canadians in our private sector and NGOs as well as with their counterparts in the Third World.

Sixth, we must refer to financial matters. Canadian universities are now so stretched financially that they cannot afford to divert regular funding from their on-going programs of teaching, research and community service to substantial contributions to overseas aid much as they might wish to do so. They do, in fact, contribute some of their own resources in many

projects but they are so hard pressed financially that they cannot afford to continue accepting inadequate overhead allowances in order to promote international development. The overhead rate for ODA contracts will have to be increased.

Finally, we refer to the most basic assumption underlying all of our aid to the Third World; that assumption is that the first purpose of aid is to better the lives of the poorest people in the poorest countries. It is not to sell Canadian goods and services, provide profits, or improve Canadian education and research - if it does any or all of these things as a concomitant to bettering the lives of the poorest people in the poorest countries, so much the better.

We hope that the Standing Committee will find some value in our responses to the questions set out in the Discussion Paper, and will support our recommendations for new initiatives. We conclude with a summary of these responses and recommendations.

I. THE ISSUES

1) Why does Canada have aid programs?

Much has been written and said about why Canada has an ODA program. As the Discussion Paper observes, most Canadians have a humanitarian vision of development assistance; the generous public response to the Ethiopian crisis demonstrated yet again a remarkable willingness to reach out to people in need. At the same time, "ODA has always had to serve other foreign policy objectives--strategic, political, commercial and cultural."

It is difficult to foresee a change in the realities underpinning the program that would permit it to become purely an instrument for development and human betterment, unfettered by these other objectives. However, the Standing Committee does have an opportunity to contribute to a process, already well under way, of changing the ways Canadian governments and people think about ODA and other aspects of international development policy.

The Brandt Report failed to become the blueprint for development co-operation in the 1980s that its authors had hoped, but its central message bears repeating:

> The North-South debate is often described as if the rich were being asked to make sacrifices in response to the demands of the poor. We reject this view. The world is now a fragile and interlocking system, whether for its people, its ecology or its resources. Many individual societies have settled their inner conflicts by accommodation, to protect the weak and to promote principles of justice, becoming strong as a result. The World too can become stronger by becoming a just and humane society. If it fails in this, it will move towards its own destruction....The South cannot grow adequately without the North. The North cannot prosper...unless there is greater progress in the South.*

We in the industrial countries have a mutual interest with peoples in the South to alleviate inequality and overcome poverty. While development is often accompanied by political instability and other growing pains in the short-run, it is in our own enlightened self-interest to work together for a more humane, prosperous and interdependent world in the long-run.

In raising the question "why aid", the Standing Committee acknowledges that ODA is but one vehicle for international development co-operation. It is certainly true that it will never be more than a marginal supplier of the

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* North-South: a Programme for Survival, Cambridge, MIT Press, 1980, p.33

external capital needed for financing economic development--trade, direct investment, and commercial loans have been much more significant in aggregrate terms. However, ODA has been important as a means of creating opportunities for particular sorts of capital transfers that many developing countries, especially the poorest, have not been able to obtain through other means. Moreover, as the Discussion Paper notes, aid has assumed special saliency in the context of the present international debt crisis as a means of off-setting the relative reversal of resource flows between North and South.

There is another justification that must not be forgotten. While there are often good grounds for scepticism about the "aid industry", ODA programs have expanded considerably the opportunities for committed and talented people from both donor and recipient countries to work together in the cause of development. Without an ODA program in Canada, our national contribution to global efforts would suffer not only from the absence of CIDA, IDRC, and many other public agencies at both levels of government, but also from a greatly diminished capacity for development-oriented teaching, research and service within non-governmental organizations and institutions, including universities, colleges, and schools.

Canadians now support aid for humanitarian reasons. It is important to deepen that commitment by making our citizens more aware of the benefits of international development co-operation for people here and throughout the world. Canadians also perceive that the administration of their ODA program is sufficiently satisfactory that they can continue to give it their support. The entire program would be at risk if this perception were to change.

2) What are we trying to achieve?

There is no obvious or compelling reason to change the objectives of the ODA program as stated by CIDA and quoted in the discussion paper. Much good work has been accomplished in pursuit of these objectives. However, a lot more time and effort need to be devoted towards improving the effectiveness of ODA in achieving development goals. Bernard Wood, the Director of the North-South Institute, argued this point forcibly in his recent testimony before the Special Joint Committee on Canada's International Relations (Session 21:8):

> We have loaded too much commercial and diplomatic competition among donors on our programs, too many bureaucratic procedures and procurement conditions and, sometimes, unwanted and inappropriate technologies and money-eating albatrosses which developing countries have to carry into the future. I think that the experience in sub-Saharan Africa and some other countries is demonstrating that they can use as much real aid as we can possibly give....

Clearly dialogue and reform are needed, though as a means of realizing objectives that are already professed rather than a stated objective of Canadian ODA.

There are complex conflicts of interest underpinning ODA programs and no easy resolution of these is possible. Inevitably there are as well several organizational and technical obstacles standing in the way of effective aid delivery. Again, there are no easy solutions. Certainly neither the AUCC nor its member institutions can claim to be in possession of them. However, the universities do have considerable experience and analytical capacity to take part usefully in a dialogue about reform. So, too, do many NGOs and independent research centres such as the North-South Institute. A good way to

encourage reform is to make the whole process of planning and implementation of ODA more open and consultative, and to place a much higher value than heretofore on the assessment and evaluation of programs in terms of their ultimate impact upon improving human conditions. The universities stand prepared to offer their services for policy consultation and analysis, and for program assessment and evaluation. We believe that both the institutions and many independent scholars who work and study within them have much of value to offer in these respects.

Development assistance and humanitarian aid should be made more complementary. Clearly it is important to hold a certain level of public resources in reserve to respond quickly to droughts, floods, earthquakes, and other temporary disasters. However, Canadians have shown themselves prepared to come forward with substantial private support in these situations. The public imagination--outside the NGO community-- is not as readily stirred to support long-term development projects, which, while they obviously cannot avert natural disasters, can be directed towards enabling people to better withstand them--and to rebuild in the wake of human and material losses. Canada's universities will continue to contribute to the research needed to design such projects, and, with further encouragement and support, they could be doing more. They also have expertise to join with others involved in development education activities in confronting the challenge of tapping the generosity so evident in response to Ethiopia and other emergencies to support the kind of work that is needed if calamities of that sort are to be reduced in number and minimized in intensity.

Refugees need short-term relief and longer-term support to help them with rebuilding uprooted and shattered lives. Canada's receipt of the Nansen Medal in recognition of national efforts to help refugees reflects much good work and human caring, but almost daily press reports of muddled policies and procedures, of bureaucratic delays and insensitivity provide evidence that we cannot rest on our laurels.

3) Where should we concentrate our efforts?

The priority for Canadian ODA--meeting the needs of the poorest countries and peoples--is laudable and should be retained. Again, the agenda should be not so much a matter of changing the broad thrust of policy as of ensuring greater effectiveness. As the Standing Committee observes, it has been much easier to target the poorest countries than the poor majorities within them. "Do we ask the poor themselves what they want and need?" Certainly not often enough, and it is, of course, difficult and often inappropriate for an official agency of a donor government to bypass a recipient government and talk directly to the people. However, considerable research is being undertaken at the grassroots level by, among others, university professors and graduate students. Our national ODA program could be taking more advantage of this form of expertise to find out how better to target support for the poorest people, and to design programs for alleviating extreme poverty. Other non-governmental organizations and institutions can also get closer to the people and work more directly with them.

Given the scarcity of resources for ODA and the desirability of maximizing beneficial effects, it makes sense for CIDA to concentrate its efforts in thirty-odd countries, and to remain conscious of the dangers of spreading

bilateral aid too thinly. Although there are alternative criteria that could be used to select CIDA's Category I countries and/or to reduce their number, it is preferable at this stage to work on strengthening Canadian performance within the countries currently on the list than to divert time and energy into creating a new one. In any case, existing Category I countries are among the poorest, and they reflect important historical and cultural ties, especially with the Commonwealth and Francophonie.

Nevertheless, while it is appropriate to concentrate the bilateral program in this way and to encourage NGO participation within it, this should not be done at the expense of the unique people-to-people links between non-priority developing countries and Canadian non-governmental organizations and institutions. Many imaginative and effective programs have been developed upon this basis, and will continue to be, provided that CIDA and other agencies continue to remain open and supportive of such opportunities. Moreover, members of the NGO community are usually extraordinarily good ambassadors for Canada, and can bring credit to this country even when there is little or no official Canadian ODA involvement.

The current sectoral concentrations upon energy, agriculture and human resource development reflect clear Canadian strengths in terms of technology and people. As the AUCC brief to the Special Joint Committee on Canada's International Relations noted, the universities of Canada in their teaching and research encompass these spheres. They

> have strongly supported the government's initiatives...and have participated actively in many co-operative projects, especially in technical assistance. This is not surprising for they have had much to offer....The third of these concentrations is, in fact, at the heart of higher education. Thus both in receiving students from

developing countries and in sending their teachers and experts abroad, the universities have shown their concern for the Third World's economic and social problems.

While human resource development has been defined as a sectoral concentration, it is also essential for other sectors. It is needed to make transfers of capital equipment meaningful. As the key to a less dependent and more selfsustaining route to economic and social development, it also has greater longevity and durability than physical capital. The universities will continue to play a central role in human resource development alongside the community colleges and other educational institutions.

In addition, while it is important to guard against spreading the ODA program too thinly in sectoral terms, the universities do possess considerable expertise in the areas of health care and water resources. We could join with other knowledgeable Canadians in linking our resources in these two areas to develop new programs in preventive medicine and community-level health care. We also welcome the recent emergence within CIDA of a priority focus upon the role of women in development, and look forward to new opportunities for working co-operatively with Third World women in efforts directed towards realizing their full potential in the development process.

4) What conditions should we attach to our aid?

The issue of conditionality is central to dialogue about reform aimed at improving the effectiveness of ODA. It is also exceedingly sensitive because any attempt, however well-intentioned, on the part of donors to impose their values and their attitudes towards development upon recipients carries

with it the potential for profound misunderstanding and a worsening or collapse in government-to-government relations. However, in the light of hard experience about wasteful and ineffective aid and attendant bad publicity, donors--including Canada--are increasingly reluctant to grant carte blanche to recipients. Moreover, Canadians have every right to insist that our ODA programs be consistent with our values and policies. There are no easy solutions to the resulting dilemma. Nonetheless, the universities do house area specialists whose expertise could be called upon more than it is now to provide advice that would be helpful in ensuring that negotiations are conducted with understanding and sensitivity.

At a more general level, the question of what balance should be struck between responsive and interventionist aid is a tough one. Perhaps the emphasis should not be so much upon securing a direct answer as upon ensuring that each development program and project is the result of good collaborative planning by the donor and recipient. **Mutual respect and cultural sensitivity are needed to be sure, but so too is a joint commitment to define and respect objectives, and to agree to ongoing evaluation and monitoring aimed at making certain that the objectives are being pursued as faithfully as circumstances permit.** Of course, coming to an agreement on such a matter is one thing. Living up to it is another. However, a joint willingness to open up a process to third party monitoring (but not interference!) could help to focus the minds and actions of both parties. Just how one defines the criteria that would be used for an evaluation or for deciding whether monitoring is to be used as a basis for action (including abandoning a project) are matters best left to be negotiated on a case-by-case basis.

5) How should political and economic interests be reflected in our aid programs? What about tied aid?

It would be naive to suggest that political interests could be eliminated from any ODA program, or indeed to suggest that they are somehow not legitimate. However, Canadians should be in a position to understand what they are, and, in this and other respects, Members of Parliament have a special responsibility for ensuring that all aspects of the program are open to public scrutiny and independent study.

As for "tied aid", the debate between proponents and opponents has been going on for over twenty years. Critics of the requirements tying Canadian bilateral ODA to the purchase of at least 80 percent of required goods and services from Canadian sources claim that the resulting technological bias, real costs and lost opportunity costs weaken the value of aid. The North-South Institute commented in a recent publication:

> The bald fact is that the poorest countries and people and the projects that benefit them are rarely the most attractive markets for most Canadian industries, universities and other institutions.*

In addition, cogent arguments and research (including some internal government studies) have been advanced in support of the proposition that there could be much greater untying without there being a detrimental impact upon the Canadian economy. However, policy-makers have not been convinced, and claim that tying aid does serve the mutual interests of donor and recipient. In any case, it is clear that several domestic firms--not to

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* North-South Institute, "The Mulroney Program and the Third World," Ottawa, 1985, p. 8.

mention NGOs, universities and other non-profit institutions--have become so dependent upon the ODA program that it is difficult to foresee any dramatic change. Some representatives of the NGO community, including academics, appear to the corporate world to be indulging--unjustifiably from that perspective--in a "holier than thou" position that sees commercial tying as necessarily antithetical to developmentand their own type of tied aid as positive by definition.

While the debate will undoubtedly continue, there is an opportunity for the Standing Committee to help redefine its parameters. **What the Committee could suggest is that the focus of discussion and analysis should shift from "tied vs. untied" to the issue of ODA effectiveness--both in design and delivery--in meeting the needs of the poor majorities within the poorest countries. Each and every project and programme should be more rigorously assessed and evaluated in terms of developmental impact.** Such a shift would not resolve the question of "how much tying", but it could serve to ground the debate more concretely, and force an empirical examination of the developmental costs and benefits of tying on a case-by-case basis.* This is not to suggest that projects are not subject to a review now. Currently each must satisfy the criterion of "meeting the needs of recipients." However, that criterion is rather more easily demonstrated and rationalized than would be the case with a more serious effort to assess developmental impact. If such a

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* For a further discussion of this way of approaching the "tied aid debate", see David R. Morrison, "The Mulroney Government and the Third World," Journal of Canadian Studies, vol. 19, no. 4 (Winter 1984-85), pp. 4-6. See also articles by G. K. Helleiner and Roger Young in this special issue on "Canada and the Third World".

conceptual reorientation of policy were actually achieved, a willingness on the part of CIDA to be more open and to permit, and even encourage, third party evaluations by independent scholars and others would help to inspire confidence that the change was meaningful.

In recommending a more rigorous approach to assessing the developmental impact of Canadian ODA, we do realize that certain types of "tied" bilateral projects that have received easy approval in the past might not score as highly as "aid". The same might be said for much of the "aid" component in mixed credits and parallel financing, and in the Aid-Trade proposal that has now been dropped. This form of support is nonetheless seen as desirable and useful in terms of Canadian export promotion. Fair enough--export promotion is certainly a legitimate object of public policy. Moreover, not only will "aid" of this sort undoubtedly continue to increase; it will also continue to be labelled as ODA, and justified in terms of bringing positive benefits to recipients. **Nevertheless, it would still be desirable to achieve greater clarity about what is involved in Canadian ODA, and better techniques for assessing developmental impact, Canadian export impact, and other factors that underpin projects.** The universities have the expertise to help with research on these matters.

6) What are other countries doing?

We certainly do learn from the successes and mistakes of others. However, international development efforts emanating from this country would benefit from a more systematic comparative study of what other countries are doing. For obvious reasons our stock of knowledge about other ODA programs is skewed towards the United States, the United Kingdom and France. We could

fruitfully learn more about policies and programs in the Scandinavian countries, the Netherlands, Australia and other middle powers. There is in this respect a potentially enhanced and useful role to be played by independent scholars based in the universities and elsewhere. If it is agreed that a major new thrust in our ODA should be towards improving our capacities for assessment, evaluation and monitoring, that issue could be a particularly important focus for comparative research. So too could the question of how to improve the existing international division of labour among donor countries--in the interest of strengthening international co-operation and the positive developmental impact of ODA.

7) Who should decide?

There is certainly a case to be made for more effective policy integration in the interests of achieving greater overall consistency in Canada's relations with the Third World. It would be heartening to those who care about international development to see the official objectives of ODA inform a coherent approach not just to development assistance but also to the debt crisis and international finance, trade and other relations with developing countries. However, it would be naive to think that there are neat structural or procedural solutions for bringing this about. Communications and institutional arrangements can be improved to be sure, but, no matter what form and shape they take, the underlying conflicts of interest among domestic and foreign policy objectives, commercial and industrial goals, bureaucratic politics and external pressures are unlikely to yield a consistent policy of any sort, let alone one that maximizes long-term international development.

To the extent that coherence emerges, it must come from the Cabinet. A protectionist import policy may be entirely rational in support of the Canadian footwear and textile industries, just as aggressive export promotion makes sense for other Canadian manufacturers or service exporters who want to expand their sales to developing countries that in turn look to our markets for their shoes and textiles. The resolution or otherwise of such a dilemma can only come from those ultimately responsible and accountable for national policy. Nonetheless, the policy-making process benefits from effective criticism from Opposition parties, close scrutiny by the media, and good research within and outside government. The universities contribute to the last of these through both self-directed and commissioned research, in turn both applied and critical.

Policy-making benefits as well from an openness to serious and meaningful consultation with knowledgeable people who represent particular interests and/or who possess various types of expertise. The AUCC and the universities appreciate the good relationship that has been developed with CIDA over the past several years, especially through the good offices of its Institutional Co-operation Development Services Division. Unfortunately, the allocation of funds within CIDA has been such as to limit the scope of the ICDS Division and thus constrain the contributions of the universities to international development.

In its brief to the Special Joint Committee, the Association took the following position:

> While the universities are proud of what they have accomplished in furthering Canada's development co-operation, they feel their capacities have not yet been fully utilized. They would like to become more closely involved in the planning of the Canadian aid effort.

How could this and greater involvement from the NGO community and the private sector be accomplished? By establishing a special ministerial advisory council? It has been argued that a model to emulate for such a body is the Board of Governors of the International Development Research Centre. It is a praiseworthy model: a Chairman, the President of IDRC and up to nineteen others, people of global distinction including six from the Third World and four from other ODA donor countries. However, the IDRC operates in an independent arms-length relationship with government in a way that CIDA and other public agencies involved in international development do not and could not. An advisory council would not have the authority or the autonomy of an IDRC Board, would be more subject to the temptations of partisan patronage, would be confronted with the same welter of conflicting policy objectives and interests that operate at present, and could function so as to insert yet another layer of bureaucracy into an already extraordinarily complex decision-making structure.

We recommend against the establishment of such an over-arching advisory council. Instead, we would support special purpose advisory committees associated with particular projects and programs, such as the one being established for Africa 2000. The International Division of the AUCC and/or university representatives should be invited to serve as active participants.

We would also welcome more extensive opportunities for informal consultation and information-sharing. The AUCC, with CIDA and IDRC support, organizes annual conferences that bring together representatives of the universities, CIDA, IDRC and other agencies. These have been valuable occasions for an exchange of views and information, and they should be continued. However, our collaboration would be strengthened by holding smaller meetings for mutual briefings two or three times a year.

There are two other matters raised by the Standing Committee under this question that deserve brief comments. First, Canadians do expect the sort of ODA monitoring undertaken by the Treasury Board and the Auditor General aimed at ensuring that our tax dollars are spent for the purposes authorized by Parliament. However, it is hoped that creative ways can be found for lessening the danger that developmental goals may be frustrated or undermined by a rigid and single-minded application of accounting norms to development work in the field. **One approach consistent with what we have been arguing in this brief would involve appraising projects in terms of developmental effectiveness as well as financial accountability.** In several instances, this would entail balancing rather than maximizing the two concerns.

Secondly, we recognize that CIDA has limited administrative resources for the size of its program but that it has nonetheless tried with some success to decentralize some of its activities. **We would welcome a thorough-going study of ways of achieving greater decentralization so as to make the organization less Ottawa-centred within both Canada and the countries that are our principal ODA partners.** There might be practical and symbolic gains from decentralization that could contribute dramatically to the effectiveness of

the ODA program, in terms both of developmental impact and public support. However, solid research is needed to answer the questions of whether to decentralize and, if so, to what extent and how.

8) What channels and aid instruments should we use?

There is no good reason to change the historical shares of bilateral and multilateral aid. Both are important instruments for ODA and for supporting other Canadian interests, not least in the case of multilateral aid as a vehicle for effective collaboration with like-minded middle powers. On the specific issue of whether Canada gets a fair return from its investment in multilateral organizations, surely the answer lies not in reducing involvement but rather in making more aggressive efforts to inform Canadians of the opportunities that exist for firms, NGOs and individuals to participate. A successful example of "pump-priming" on the part of CIDA can be seen in the increased allocation of funds by the Economic Development Institute of the World Bank for the use of Canadian expertise.

It is encouraging that a consensus has emerged from the recent Ethiopian experience in support of what several development experts have been saying for some time: **that food aid can be incorporated into a rational development plan, which, by means of judicious technical and structural changes in the agrarian sector, has among its objectives the eventual elimination of the need for such aid except for true emergencies and disasters. Research and human resource development are key elements as efforts to this end are intensified.** It would be an exciting prospect for many within our universities to contribute their expertise on both fronts.

The movement towards a greater emphasis upon program aid flows out of the growing concern to ensure that ODA is directed to where it is supposed to go. It is equally relevant if donors can now be persuaded to devote more resources to the needs of the poorest. As a relatively small player internationally, Canada cannot go very far in putting together all of the components of a major country program including balance of payments support. However, **CIDA should try as far as possible to fit projects in Category I countries into coherent programs, and to co-operate with other like-minded donors on working out the complementary contributions that each can make to national programs.** Again, human resource development is central and supportive research is essential.

9) What role should ODA partners play?

The principal case for channelling more ODA through NGOs is their potential (noted above) for reaching out to people most in need and working directly with them. Other benefits accrue from their ability to undertake projects with considerable energy and enthusiasm and at a relatively low cost. **In general, policy-makers should consider making greater use of NGOs in the bilateral program and in projects supported by local communities and the NGOs themselves** (in such a way as to ensure that opportunities for the latter are not sacrificed to the former). The question of how much a particular NGO can take on is an empirical one and should not be prejudged through some broad generalization. However, it should be emphasized that there is as great a need for thorough assessment and evaluation of the developmental impact of NGO projects as there is for official ones. So, too, should NGOs be accountable for the use of public funds, although by means that do not stifle initiative or inhibit effective delivery.

The high degree of dependence many NGOs have upon government funding does indeed raise questions about their autonomy, but a loss in such funding would be crippling to most. This is an issue that each organization must grapple with as best it can. However, a general move towards a more open approach to all aspects of our ODA program could create a healthier atmosphere in terms both of protecting the integrity and plurality of approaches to development found within the NGO community and of encouraging a positive follow-through in the field.

We appreciate the Standing Committee's commendation of the role universities have been playing in international development. We shall set forth later in this brief a number of recommendations for strengthening existing programs and for new initiatives.

There is a much greater potential than is presently being tapped for strengthening the human resource aspects of ODA through job placement experiences in business. A number of Canadian universities and community colleges run extensive and successful co-operative education programs that place students in companies of all sizes. CIDA could contract with these institutions to use their facilities, especially for involving small and medium-sized firms in job experience and training placements for Third World nationals. Beyond the normal advantages for individual enterprises, we might see to Canada's long-term advantage, both commercial and otherwise, a greater internationalization of business consciousness.

"Are there dangers in too much privatization of aid?" **Proponents of channelling more aid through the private sector and non-governmental**

organizations and institutions hold out the prospects of greater cost-effectiveness, efficiency, responsiveness, creativity and flexibility. These claims should be subjected to critical examination on a case-by-case basis in the same manner as arguments for and against tied aid. While undoubtable benefits flow from tapping energies outside the public agencies for many types of projects, privatization in certain instances can add an additional layer of "red tape" to an operation. Careful analysis is needed to assess the true comparative costs of employing public servants or private consultants in any given situation. Alternative modes of delivery should also be studied in terms of the competence and sufficiency of personnel and management systems. Moreover, the most appropriate private agency should be selected for any particular project--an issue to which we shall return in our recommendations for enhancing the effectiveness of universities as instruments of ODA. Finally, at a more general level, care should be taken to avoid excessive fragmentation of effort that might in any way dilute the effectiveness of Canadian aid.

10) Do we learn from our mistakes?

In responding to this question, we want to highlight again that at the top of the list of possible reforms in Canadian ODA are the linked needs for better assessment of the developmental impact of projects and programs, and more effective monitoring and evaluation of them once they are undertaken. Research is needed to inform both of these processes, especially the sort of work that is being undertaken by scholars from various disciplinary backgrounds who are working together in the field of Development Studies. There are also professors and senior students with a depth of experience and understanding of every region in the Third World. Their expertise is often

tapped by the media, but, with some notable exceptions, less frequently by government agencies. There is certainly less interchange--both in terms of job circulation and regular communications--than in most other Western countries. We would welcome steps to change this situation.

As far as evaluation itself is concerned, the Standing Committee observes that CIDA has devoted a substantial increase in resources to it. As a result, it is probably unnecessary to spend more. What is needed is wise spending, and that is unlikely to come from a continued emphasis on the confidential, in-house reviews and evaluations CIDA now undertakes. Much better and more helpful in illuminating means of improving performance are independent, arms-length studies of the sort suggested by Robert Cassen and his associates in Does Aid Work? (cited on p. 5 of the Discussion Paper). We have already seen very good evaluative work emerging from publications of the North-South Institute; IDRC has sponsored some important studies as well.

Canadian ODA would benefit from more commissioned evaluations and more self-initiated reviews of official and NGO projects that could draw upon a variety of resources including professors, graduate students, other independent scholars and professional policy consultants. However, CIDA and other government agencies have been reluctant to grant sufficient research access for some projects, and, when they do for others, it is usually with strict guidelines upon the limits of public disclosure. There is an understandable nervousness--and this extends to some NGOs as well--about the prospect of embarrassing findings that could reach the media or the parliamentary Opposition as "horror stories". However, for the most part, the behaviour is more straightforwardly a reflection of the caution that is characteristic of

the Canadian public service. This trait has an understandable place in many government activities, but it is certainly inappropriate if we want evaluation to become a tool for improving our ODA performance and for creating more public confidence in that performance. **Encouragement from the Standing Committee for more openness would reflect a deserved self-confidence that much of what we are now doing in the aid field is worthwhile and an equally self-confident assertion that we can do better.** The "horror stories" already have a way of emerging in the present context, but better planning and evaluation could help to ensure that they would occur less often.

11) What are Canadians saying?

While the public response to Ethiopia was impressive and gratifying, it is unrealistic to expect many Canadians to be excited about international development as a day-to-day concern. Given this context, CIDA's Public Participation Program (PPP) in support of development education work is helpful in enabling many NGOs to work conscientiously on a number of fronts to keep development issues in the public eye. Much good work occurs as well in the universities, the colleges and the schools, both in classrooms and in extracurricular activities. **A more systematic approach to teaching about international development in the elementary and secondary schools would be welcome; perhaps we could look here for a co-operative initiative involving provincial ministries of education, international development agencies (where they exist) and CIDA.** At the university level, we shall return below to a proposal for funding chairs in development studies, which, among other things could enhance the capacity of some of our institutions to engage in development-oriented community outreach activities.

12) Should we pursue targets?

In pursuing the elusive target of 0.7%, Canada's performance has indeed been erratic. For those who have long sought this as a minimum level for our national ODA contribution, the current government's successive decisions to move the date for attainment back to 1995 and then into the next century have been disappointing. It is to be hoped that there will be no further backtracking. **In this respect, it would be helpful for the Standing Committee to take a strong position in support of an automatic linkage or lock-in between ODA and GNP that would start with the current 0.5% and move gradually upward on a regular schedule, beginning in 1990.**

The only other thing that needs to be said about targets is that the slowdown in achieving 0.7% makes it even more imperative that every step be taken to ensure that what we do provide is delivered effectively. In addition to the other steps to this end that have been reviewed, another welcome reform that would encourage wise spending and careful planning would be to allow CIDA to roll over at least a certain percentage of its unspent funds from one fiscal year to the next.

II. CANADA'S UNIVERSITIES AND INTERNATIONAL DEVELOPMENT: AN OVERVIEW

In responding to the questions raised in the Discussion Paper, we have commented upon the contributions that universities do and/or could make to ODA policy-making, to policy and program assessment and evaluation, and to useful research directed towards strengthening our national aid performance. We turn now to a further elaboration of the various activities through which Canada's universities are currently participating in international development

co-operation. By no means comprehensive or exhaustive, the overview is intended to give the Standing Committee a sense of the range of these endeavours and something of the commitment and excitement they involve.

The International Division of the AUCC acts as a clearing house for information, and as an agent for matching the requirements of Third World universities with the resources available in Canadian universities. The International Division has now developed an extensive database on Canadian university international development projects in the Third World. Total funding currently shown in the database for projects in the 1985-86 Canadian government fiscal year amounted to just over $51 million. Beyond what are represented in these figures are teaching and research efforts that are not aspects of development projects per se, but which nonetheless add to the overall effort through important contributions to human resource development and to the extension and dissemination of knowledge. We begin with the universities' teaching programs in Canada.

1) University Teaching Programs

Canada is one of the major preferred destinations for students from developing countries who want to pursue advanced education abroad. This country also has a favourable reputation among human resource planners within those countries. In the 1984-85 academic year there were approximately 27,300 undergraduates and graduates at Canadian universities from countries that are designated as eligible for Canadian ODA. (This figure includes 10,000 students from Hong Kong, an eligible country but where CIDA has no program.) For reasons that are discussed later, their numbers are declining. However, the demand remains high, and the universities would like to enrol greater numbers

(albeit with a requirement for additional resources in some hard-pressed disciplines and programs). They are also confident that they can do a good job right across the academic spectrum from liberal arts and sciences, with their emphasis upon the inculcation of basic analytical and communications skills, through to highly technical and advanced specializations in diverse fields such as soils science, mechanical engineering, management studies and health sciences. Our bilingual capabilities enable us to offer most programs in two world languages. In addition, we have particular strengths in language instructional techniques and translation services.

Just as the education and training of Third World nationals help to broaden the skills base of developing countries in ways that are essential for the successful pursuit of other aspects of development, so too do the universities contribute to the skills base of Canadians who participate in the work of international development here and abroad. In both cases many disciplines and specialities are relevant. Among and within these are courses and area studies programs that focus specifically upon the international dimensions of development and upon developing countries--their history, geography, cultures, their social, economic and political features, problems and prospects, and the international environment. The field of Development Studies (of which mention was made in passing) has in turn been built upon these foundations as a response to a shared realization that the complexity of developmental processes requires inter-disciplinary collaboration both for understanding them and for using that understanding to find practical solutions to the myriad problems associated with ignorance, poverty and disease.

There are undergraduate degree programs in Comparative or International Development or Third World Studies at, among other universities, St. Mary's (in collaboration with Dalhousie), New Brunswick, Trent, Toronto (Scarborough College) and Guelph. At the graduate level, interdisciplinary work on development is often possible within discipline-based departments (e.g. Toronto and Dalhousie), but we are beginning to see an increasing number of special programs as well, such as the Maîtrise en Coopération at the Université de Sherbrooke, the Maîtrise en Gestion de Projet at the Université du Québec à Montréal, the Master's Program in Development Administration at Carleton University (initially funded by CIDA and the Donner Foundation), and, also at Carleton, the Development Studies stream within the M.A. in International Affairs. The University of Ottawa offers a one year diploma in International Development Studies.

2) Specialized University Structures Focussed upon Development

Several universities have established specialized administrative units to co-ordinate international development projects, development education activities, etc. These include: the Centre for International Education and Business at the University of Calgary, the Office of International Co-operation at the University of Toronto, the Bureau de la coopération internationale at the Université de Montréal, the Institute for International Development and Co-operation at the University of Ottawa, le Bureau de la coopération et du développement international at the Université du Québec, McGill International, and the Pearson Institute for International Development at Dalhousie University. The University of Guelph, which has had a very active Centre for International Programs, has recently set up the Guelph International Development Consultants, a not-for-profit organization aimed at

promoting the University's expertise internationally, and enriching its teaching, research and service capabilities through international activities. The University of Alberta is another active campus; it operates a special Fund for Support of International Development Activities.

3) Linkages Between Canadian Universities and Developing Country Institutions

The main thrust of university co-operation with institutions in developing countries lies in linkage projects. Human resource development is the essence of the some 200 currently ongoing linkages. Although many of the projects involve the provision of books, equipment, and other materials, most linkages focus on the exchange of people and the transfer of expertise and know-how. The examples listed below demonstrate the variety of ways in which this basic framework can be made to respond to specific requirements expressed and identified in the Third World:

** **Dalhousie University**

Under the CIDA-funded Dalhousie-University of Zimbabwe linkage, Zimbabwean public servants have been trained in development planning project management. Some officials have come to Canada for secondments to Canadian government agencies and corporations. There have been faculty exchanges, and assistance has been provided to build up library and case study resources.

Dalhousie's Institute for Resource and Environmental Studies is collaborating with the Indonesian Ministry of State for Population and Environment in a CIDA-funded human resource development project. It involves courses in environmental impact assessment, technical assistance to environmental study centres, and meetings of leading Indonesian decision-makers in environmental management with their Canadian counterparts from government, industry, NGOs and universities

** **École Polytechnique de Montréal**

EPM has been responsible for the establishment of the École Polytechnique de Thiès in Senegal, which has now graduated more than

200 engineers. The campus buildings were completed in 1978, and the project is now into Phase IV. The current CIDA contract involves sending Canadian professors of civil and mechanical engineering to EPT, the administration of a scholarship program for Senegalese students in Canada, the purchase of equipment, applied research in collaboration with Senegalese scholars, and ongoing support for the management of EPT.

** **McMaster University**

Funded through a $1.24 million CIDA grant, McMaster has a training and assistance program in nursing and community outreach in co-operation with the Aga Khan University in Karachi, Pakistan.

** **Memorial University of Newfoundland**

The Faculty of Medicine is responsible for the development and administration of a CIDA-assisted program entitled "Child Health Through Medical Education" (CHAMP)--a training and health care delivery project with Makerere University in Kampala, Uganda. The total cost is approximately $1 million.

** **Queen's University at Kingston**

Queen's is fulfilling a $6.3 million CIDA contract for the implementation of Phase II at the Kenya Technical Teachers' College in Nairobi, Kenya. The project is assisting curriculum and human resource development.

** **Trent University**

The Trent-Peterborough-Malawi Project is a CIDA-supported program run through Trent University in co-operation with Sir Sandford Fleming College and local school boards. Beginning in 1980, teams of volunteers have responded to requests from the University of Malawi to perform a variety of tasks including teacher training courses for mature students, short courses in chemistry, biology and mathematics for young university entrants, the training of nurses, and a library cataloguing project.

** **Université Laval**

The Faculty of Sciences and Education operates a regional training program for doctoral-level researchers at the Centre inter-africain de recherche et d'études supérieures en sciences de l'éducation (CIRRSSED)in Lome, Togo. The program is focussed on the planning and management of education in francophone Africa. The current project is jointly financed by CIDA, IDRC and the Ford Foundation, and Laval provides most of the teaching personnel.

** **Université de Moncton**

The university has received $1.8 million in CIDA grants since 1981 in support of an extensive nutrition project in Nicaragua.

** **University of Manitoba**

Manitoba has a five-year CIDA-supported contract to help "zambianize" the School of Agricultural Sciences at the University of Zambia. The contract calls for 30 person-years of staff time by Canadian instructors at the University of Zambia, and 60 person-years of graduate training for Zambians at universities in Canada and Africa.

In addition to formal linkages of this sort, several larger and more complex co-operative projects have led to the establishment of consortia and other multi-institutional structures better able to draw together the necessary resources and expertise in Canada. The following are some examples:

SEAMEO Program

The AUCC and the Association of Canadian Community Colleges (ACCC) are cooperating with the South-East Asian Ministry of Education Organization in a major program of human resource development. Funded by CIDA, this 5-year, $5 million program will seek Canadian specialists from postsecondary institutions to assist in the setting up of new programs of study, organizing training seminars, and undertaking research in such fields as Tropical Biology, Agriculture, Medicine and Public Health. The countries involved are Indonesia, Malaysia, Philippines, Singapore, and Thailand.

** **Agricultural Development in China**

The University of Guelph, the University of Alberta, Olds College and two Chinese institutions are collaborating in a $6.8 million agricultural training project funded by CIDA. The project will provide educational opportunities for 50 Chinese officials over a 4-year period; they will study agricultural and biological practices through a series of short courses, demonstrations and graduate-level programs.

** **Canada-China Management Education Project**

A series of institutional linkages between eight Chinese and ten Canadian universities serves as a vehicle for Canadian assistance in management and business administration training to China. This project has seen several Canadian universities ship audio-visual equipment, library materials, etc. to China and has allowed Canadians to make an important contribution to the institution-building process which Chinese universities are undergoing. The program is funded by CIDA.

While most linkage projects have a finite life in terms of funding, the real impact and long-term effect on both partners frequently extends well beyond that. The close collaboration between faculty, students and administrators often results in continued exchanges and consultations which lay the foundation for numerous other projects.

In addition, the universities provide special personnel to undertake short-term assignments in developing countries that strengthen institutions and their capacities for ongoing human resource development and research. Increasing numbers of Canadian faculty members are also being invited to serve as consultants to various levels of government in the Third World.

4) New Techniques and Technology Transfer

The following are two examples of important applied research projects that are developing new inventions and techniques that help to improve living conditions in the Third World:

** Third year mechanical engineering students at McGill University have invented a simple and inexpensive manual coffee huller which will help peasants increase their income and productivity by enabling them to process their own crops. It is being used in Central America.

** The Institut Armand Frappier of the Université du Québec has developed a vaccine to fight bacterial meningitis. It is being widely distributed in China.

5) Distance Education

For reasons related to our geography, our traditions of university outreach to communities, and our technological strength in the communications field, Canada has become a leader in the development of approaches to distance

education. There is considerable interest among developing countries in tapping our expertise, as evidenced for example in the co-operative program between the British Columbia Open Learning Institute with Universiti Sains in Malaysia and Universitas Terbuka in Indonesia. Simon Fraser University is the leading institution in a $15 - $20 million project, funded by CIDA, that will draw upon a consortium of western Canadian institutions to assist in the upgrading of personnel and facilities at selected universities in the eastern islands of Indonesia. We shall return in Section III to a proposal for further action.

6) Research and Publications

We have already addressed various sorts of research contributions that the universities and the independent scholars who work within them are making to international development, and how these efforts could be extended and strengthened. All that needs to be stressed at this point is that benefits flow right across the disciplinary spectrum and from every manner of professional program. IDRC has been of enormous importance in funding research--largely undertaken by Third World experts and scholars--in agriculture, food and nutrition sciences, health sciences and selected social sciences. Over the past several years its Co-operative Programs Division has enabled many Canadian scholars to engage in collaborative research with colleagues in developing countries across an even broader range of issues. One among a host of examples of the latter is a project involving an inter-disciplinary research team from the University of Manitoba and Jahangirnagar University in Dhaka, Bangladesh that is examining systematically the social and economic effects of floods and riverbank erosion.

CIDA and IDRC work with the universities on projects that involve information-sharing, training and dissemination of research through symposia, workshops and conferences. The International Division of the AUCC serves as a useful clearing house for many of these projects. AUCC also produces publications, articles, research reports and policy analyses dealing with all aspects of international development, and Canada's role within them. References to these appear in the newsletter, Canadian Universities in International Development, along with short articles and news items about university-based development projects and opportunities, conferences and the like. The AUCC has also published Canadian University Resources for International Development and A Guide to the World Bank for Canadian Universities, and itself organizes conferences bringing together participants from the universities, national and multilateral aid agencies, and NGOs.

All of these activities notwithstanding, there is still a lacuna in the Canadian scene in terms of the linkages between development and research. A recommendation in the last section picks up this concern.

III. THE UNIVERSITIES AND ODA: FURTHER RECOMMENDATIONS AND NEW INITIATIVES

1) The Universities as Instruments of ODA: Encouraging Enhanced Effectiveness and Increased Participation

Canada's universities have demonstrated a seriousness of purpose about international development that has been translated into practical commitments of time, energy and expertise. They are ready to shoulder greater

responsibilities. They also want to enhance the effectiveness of whatever contributions they make, and to ensure that these contributions strengthen the overall Canadian program and complement the work of governments, NGOs and private enterprises. All of this poses a challenge for the universities and various constituencies within them to be well-organized and responsive to suggestions and criticisms from within and without. However, a supportive environment is needed as well.

We have already urged that the university community be fully brought into more open processes of planning, assessment and evaluation. Changes in funding arrangements are needed as well. **Canada's universities have always engaged in community service, and international development work is a natural and logical extension of that. However, at a time when the basic mission of disseminating and extending knowledge through teaching and research is threatened by a shortage of resources and continuing restraint, CIDA and other ODA funding agencies must recognize that the universities cannot resort to operating grants and student fees to subsidize development projects.** Conversely, as public, non-profit institutions, the universities should not look to ODA as a source of general revenue to subsidize other activities. However, they must cover their direct and overhead expenses (as they do when engaged for bilateral projects, but not those funded through ICDS and many other programs.) Similarly, it is unreasonable (and politically counterproductive) to let a situation develop in which a refocussing of teaching and research efforts towards international development squeezes the resources available for other areas. We ask that these matters be taken into consideration in an ongoing review of funding arrangements.

The universities are pleased that some of their concerns about funding arrangements have met positive responses. An advisory panel appointed by the AUCC now plays an important role in adjudicating ICDS proposals, and the International Division now administers a block grant for feasibility studies and other small projects (under $5,000). The universities will continue to press CIDA for other changes that could speed up and simplify funding procedures, just as they will carry forward efforts to improve their own performance.

There is one other major, long-standing issue related to funding procedures and decisions that we would like to draw to the attention of the Standing Committee, both as an illustration of the broad need for ensuring that the efforts of various Canadian ODA partners are harmoniously integrated, and as a request for reform. There are many ways in which the universities and the private sector can both be usefully involved in development projects and programs so that they do not compete directly. This point was made succinctly by university spokespersons at a 1983 conference:

> ...business priorities are geared towards profit-making....the universities are still basically oriented towards a break-even position. This makes the two rather uneven partners in any joint project and can lead to feelings of being used on the part of the universities, feelings of being undercut on the part of the private sector, or the inappropriate use of resources. My suggestion would be that in any project calling for joint university-business participation it would often make good sense to separate the project into two related projects with activities being assigned accordingly. I do not think it is useful to have a project which is largely composed of equipment purchase managed by a university; nor do I think it is useful to have an education-oriented project managed by a private contractor who then "purchases" services from the university on which he gets the overhead.
>
> [In some bilateral projects involving education and research]...CIDA turns to a consulting firm to do the work. The firm then raids the universities and takes their faculty....The universities are thus simply used as a recruiting base for the commercial sector. I believe that

> Canadian university personnel who have worked together, who know one another, who have taught and done research together, will form a more productive and viable team for large international projects in a number of sectoral areas, than is possible by bringing people together on an ad hoc basis through consultancy firms. I wish this view were more appreciated in CIDA.*

The Universities should be used as the principal vehicles for development projects that focus upon education and research, and that involve extensive use of university personnel.

2) Educating Third World Students in Canada

The Standing Committee has recently engaged in thoughtful debate about the relative merits of using ODA for educating students in their home countries and regions or in Canada. Clearly, we should pursue a balanced policy aimed at co-operating with developing countries in their efforts to become self-sufficient on a national and/or regional basis in as many educational spheres as possible. Many of the linkage projects in which our universities are participating are designed to help with the achievement of that goal and the associated one of strengthening human resource capacities for all aspects of development.

However, for many small countries and for most of the poorest, scarce resources and competing needs will dictate a requirement for overseas educational opportunities for a very long time to come. Even when Third World

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* From presentations respectively by A.E. Zelmer, Associate Vice-President, University of Alberta, and J.C. Cairns, then Director, Centre for International Programs, University of Guelph, published by IDO in The Utilization of University Resources for International Development, proceedings of a conference held in Montreal, November 22-24, 1983.

universities can accommodate local needs, there is still a case for using ODA to educate some students in Canada. The AUCC has always taken a strong internationalist position in support of free academic and cultural interchange, involving, among other things, the movement of teachers and students across national frontiers. We should not see this as something that is essential for the industrial countries and a mere frill for the Third World. Just as we benefit in cultural, academic and economic terms from the presence of foreign students and scholars in Canada, and from having our own go abroad, so too are there similar benefits, concrete and less tangible, for the developing countries. Also, while the primary purpose of ODA is to promote human betterment through development, Canada stands to benefit over the longer term in other ways as well:

> University students tend later to fill decision-making positions in their countries. By encouraging them to study in Canada, we earn their friendship and understanding. They know our ways and are familiar with our products. They may well be sympathetic to buying our exports. The image of Canada abroad is often shaped by bilateral ties; these ties, in turn, derive vitality from individual human relationships. In building such relationships, the attitude towards Canada of the former foreign student can be very important. (AUCC brief to Special Joint Committee on Canada's International Relations.)

In this context, we want to repeat our deep regret about the sharp decline over the past half decade in the enrolment of foreign students in our universities. The Special Joint Committee on Canada's International Relations devoted considerable attention to the issue of differential fees and other policies, federal and provincial, that have been characterized by critics as barriers that make it especially difficult for Third World students to come to Canada. We sympathize with some of the concerns that have given rise to these policies, but urge both levels of government to do some serious rethinking

about them, especially in terms of their impact upon this country's international development efforts.

We mentioned earlier the perception, based on positive experience, that Canada is a good place to come for a wide range of educational programs, both general and specialized. In view of this and the obstacles faced by prospective foreign students, it is distressing indeed that Canada lags behind all other OECD countries except Austria in the proportion of ODA devoted to scholarships. The recent decision to raise the number of Commonwealth Scholarships for study in Canada from 200 to 500, and the commitment to a similar program within Francophonie will help to improve the situation. However, more needs to be done. **We recommend that CIDA establish an additional 200 open scholarships for Category I countries over and above the educational and training awards provided under bilateral programs.** While recognizing the case made by the Special Joint Committee for concentrating upon support for graduate students, we think that some of these and other awards should be reserved for undergraduates, both because we believe that Canada offers good basic programs in the liberal arts and sciences, and because of the larger benefits of an education abroad that are discussed above. **We further recommend that Employment and Immigration Canada waive for Third World students the work permit restrictions that currently constrain all visa students from accepting employment while in this country. We also urge that no service fees be levied for obtaining student visas.**

The universities of Canada have exhibited genuine concern fo the visa students on their campuses. They appoint foreign student advisors to assist

students in coping with all kinds of social, cultural, financial and academic problems; they provide English and/or French second language courses; and they provide services to cover health and other emergencies. Deans of Graduate Schools have held workshops to consider how to improve the relevance of academic programmes for students of the Third World. The Canadian Bureau for International Education (CBIE) and World University Service of Canada (WUSC) deserve particular credit for their good work on behalf of foreign students.

One additional educational service that should be considered is the provision of short courses in management for Third World students as they come to the end of their studies in Canada. These courses would deal with the problems of how to make the transition from efficient operational laboratories and cadres of well-trained support staff in Canadian universities to the challenge of organizing and operating programs in their home countries with only minimal support services.

We think that Canada could profit from the example of other countries about how to better inform governments, educational institutions and students in recipient countries about our universities. **We suggest that the Department of External Affairs and the AUCC establish programs to improve information flows about Canadian universities to developing countries, including a resumption of briefings for Foreign Service Officers on what Canada's universities have to offer and, in the case of Category I countries, periodic visits by qualified information officers.**

3) Strengthening Research and Teaching Capacities

There is insufficient interchange between practitioners and

university faculty in the ODA field. Considering Canada's substantial commitment to ODA and to research on problems of Third World development, and considering as well the high level of expertise in our universities devoted to teaching, research and service activities related to international development, it is curious that we have not yet developed truly effective research institutions in the sphere of Development Studies and related inter-disciplinary concerns. Other OECD donor countries, including some with ODA programs smaller than Canada's (Britain among them) have had such institutions in operation for some time.

The International Development Research Centre (IDRC) provides resources and inspiration for what have been outstanding efforts in applied research, but it is an agency for facilitating rather than undertaking research. The newly-established International Centre for Ocean Development (ICOD) in Halifax is posed to play that dual role, but within the context of a very specialized mandate. The research work undertaken by the Petro-Canada International Assistance Corporation is similarly specialized. In the North-South Institute, Canada has a small but effective private centre carrying out (to quote its statement of purpose) "professional, policy-relevant research on the 'North-South' issues of relations between industrialized and developing countries." There are, as mentioned earlier, several good teaching and research programs within individual universities. There are also learned societies, including area studies associations and the recently-formed Canadian Association for the Study of International Development (CASID), that serve as networks of scholarly interchange among the universities and, to a much lesser extent, between the universities and the public sector.

We believe that the efforts of all of these organizations and the people within them can be better harnessed to strengthen the skills base of Canada's ODA program and the linked processes of extending and disseminating knowledge about development. We also think that this is not simply desirable but essential if we are serious about wanting to improve capacities for policy analysis, assessment and evaluation.

A model well worth careful examination is the Institute of Development Studies at the University of Sussex.

> The Institute was established on the campus of the University of Sussex in 1966 as a centre concerned with Third World development and the relationships between rich and poor countries. The academic staff, who work both in the UK and overseas, are involved in research, teaching and operational assignments embracing a wide range of development problems. These cover both the strategies which Third World countries can employ--for industrialization, employment, dealing with indebtedness, rural development, health, gender relations, education--and the flow of resources between the Third World and the rest of the world economy, through the international monetary system, trade and aid.
>
> Finance is provided partly by a grant from the British Overseas Development Administration...and partly from commissioned work, course fees and directly funded research. The IDS...attracts academic and development practitioners from a wide variety of backgrounds. Through its publications programme and its conferences and workshops, it seeks to disseminate research results in ways which make an impact on policy-making. (IDS information brochure.)

Whether or not some sort of Canadian counterpart is established, both the universities themselves and the agencies with which they work need to recognize the validity and necessity of inter-disciplinary inquiry in the sphere of development, and of supporting it financially. The AUCC brief to the World Commission on Environment and Development (the Bruntland Commission) makes this point with respect to both Environmental Studies and Development Studies:

> Present funding agencies are discipline-dominated, unable to come to grips with problems which involve social and natural science components and often unwilling to fund activities which are considered "applied" rather than "basic" in character. Funding available via government departments does help to overcome such problems, but these funds are often not available on a sustained basis, or are too specific to provide for "cutting edge" research, or for funding of controversial "alternative" development approaches.

While a Canadian Institute of Development Studies would provide bridges between research and practical development and between the universities and development agencies, **the creation of university chairs in Development Studies would stimulate teaching and inquiry on a number of campuses, and strengthen ongoing community outreach activities in the sphere of development education. We recommend that the establishment of chairs be considered by both levels of government.** The chairs, whether endowed or funded on a recurrent basis, could be associated with academic programs in development and international studies, scholarly institutes, or community-oriented university centres. They could be used flexibly for either long-term or short-term appointments, including among the latter people with relevant administrative and field experience. They could as well constitute an important supportive network for a national Institute, and simultaneously become focal points for broadening and deepening awareness and understanding about the challenges of international development in various parts of the country.

4) Canadian Leadership in Distance Education

Finally, we want to bring to the attention of the Standing Committee a major new initiative in distance education--a Commonwealth Open Universities Institute (COUI). The proposal for COUI emerged from concerns expressed by the Commonwealth Heads of Government at their 1985 conference about the

decline in student mobility between their countries. They suggested that one way of reversing this trend would be to use the techniques of distance education that have been developed in conjunction with open university projects over the past twenty-five years. The Commonwealth Secretariat has been studying how this might be done, and has suggested that distance education could be a vehicle for increasing the availability of college and university programs in the developing countries rapidly and inexpensively. COUI could do this by constructing programs from a large "bank" of courses now available in universities throughout the Commonwealth and/or from new courses that Commonwealth universities would be commissioned to develop. Central to this approach is the principle that any university contributing a course to COUI would agree to monitor the setting and marking of examinations for that course.

The Association is considering a proposal from some member universities that the headquarters of COUI be located in Canada, and that a network of corresponding offices be established in the main regions of the Commonwealth in close proximity to universities that are already active in distance education. Canada is ideally equipped to take Commonwealth leadership in this field. Thirty Canadian universities are now involved in distance education. No other country can match the diversity of approaches and experience that this activity represents. We already offer a wide variety of multi-media courses on a great range of subjects, experience in how to design institutional structures for administering distance education, and proficiency with all the modern media used in delivering courses.

Organizing and maintaining the network of external examiners and arranging for the rapid exchange of documents and examination scripts would be the biggest administrative and technological problems for COUI. Indeed, the success of the venture, if it is undertaken, will depend on developing a substitute for the international postal system. It would be an exciting challenge--one for which Canada is well equipped--to provide the required worldwide network that would include electronic mail, computer conferencing and advanced facsimile transmission facilities.

The AUCC believes that Canada should take the initiative in exploring the possibilities of creating an analogous distance education institution to serve French-speaking countries. The advantages that have been identified by the Commonwealth Secretariat for Commonwealth countries would also apply to francophone countries.

Distance education is now established as a feasible way of making high quality university education accessible over vast stretches of territory. Canada has the organizational expertise, the technological infrastructure and the university traditions to put these resources together for the benefit of all Commonwealth countries through the COUI. **We call upon the Standing Committee to endorse the establishment of a Commonwealth Open Universities Institute. We also suggest that thought be given to developing an analogous institution for la francophonie.**

IV. CONCLUSION AND SUMMARY OF RESPONSES AND RECOMMENDATIONS

This brief has argued that the motivation and general thrust of Canada's Official Development Assistance program are sound. However, there is considerable scope for enhancing the developmental impact of Canadian aid, particularly in support of bettering the lives of the poorest people in the poorest countries. Cost-effectiveness--getting the maximum developmental impact from each dollar spent--is important as well. Research is a key element in strengthening the Canadian ODA program, and there is considerable expertise within Canada's universities that can be tapped more fully to study what people want and need, and to undertake policy analysis. A more open and consultative approach to the processes of planning and implementing ODA would be highly desirable, especially in the spheres of assessing and evaluating projects and programs in terms of their impact upon improving human conditions. Again, university scholars have much to offer in terms of comparative knowledge, cross-cultural skills, relevant experience and critical insights.

Human resource development is a necessary foundation for all facets of economic and social development. It is at the core of linkages between Canadian and Third World universities and the various higher educational programs within Canada that educate and train students from developing countries and prepare our own citizens for development-oriented work. We have noted how funding and other arrangements in support of these activities could be improved.

We have also suggested further initiatives for better integrating and co-ordinating teaching and research in international development, building

firmer bridges between the academic community and other ODA partners, improving public participation programs within Canada, and extending to developing countries the benefits of our expertise in distance education.

We hope that the Standing Committee will find some value in our responses to the questions set out in the Discussion Paper, and will support our recommendations for new initiatives. We conclude with a summary of these responses and recommendations.

RESPONSES TO THE STANDING COMMITTEE'S QUESTIONS:

1) Why does Canada have aid programs?

We in the industrial countries have a mutual interest with peoples in the South to alleviate inequality and overcome poverty. While development is often accompanied by political instability and other growing pains in the short-run, it is in our own enlightened self-interest to work together for a more humane, prosperous and interdependent world in the long-run.

Canadians now support aid for humanitarian reasons. It is important to deepen that commitment by making our citizens more aware of the benefits of international development co-operation for people here and throughout the world. Canadians also perceive that the administration of the ODA program is sufficiently satisfactory that they can continue to give it their support. The entire program would be at risk if this perception were to change.

2) What are we trying to achieve?

A good way to encourage reform is to make the whole process of planning and implementation of ODA more open and consultative, and to place a much higher value than heretofore on the assessment and evaluation of programs in terms of their ultimate impact upon improving human conditions.

Development assistance and humanitarian aid should be made more complementary.

3) Where should we concentrate our efforts?

(a) The priority for Canadian ODA--meeting the needs of the poorest countries and peoples--is laudable and should be retained. The agenda should be not so much a matter of changing the broad thrust of policy as of ensuring greater effectiveness.

(b) Given the scarcity of resources for ODA and the desirability of maximizing beneficial effects, it makes sense for CIDA to concentrate its efforts in thirty-odd countries, and to remain conscious of the dangers of spreading bilateral aid too thinly.

(c) The current sectoral concentrations upon energy, agriculture and human resource development reflect clear Canadian strengths in terms of technology and people.

(d) While human resource development has been defined as a sectoral concentration, it is also essential for other sectors. It is needed to make transfers of capital equipment meaningful. As the key to a less dependent and more self-sustaining route to economic and social development, it also has greater longevity and durability than physical capital. The universities will continue to play a central role in human resource development alongside the community colleges and other educational institutions.

(e) We welcome the recent emergence within CIDA of a priority focus upon the role of women in development, and look forward to opportunities to work co-operatively with Third World women in efforts directed towards realizing their full potential in the development process.

(f) The universities possess considerable expertise in health care and water resources, areas which have been largely neglected.

4) What conditions should we attach to our aid?

Mutual respect and cultural sensitivity must govern relations between donors and recipients, but there should as well be a joint commitment to define and respect objectives, and to agree to ongoing evaluation and monitoring aimed at making certain that the objectives are being pursued as faithfully as circumstances permit.

5) How should political and economic interests be reflected in our aid programs? What about tied aid?

The focus of discussion and analysis should shift from "tied vs. untied" to the issue of ODA effectiveness--both in design and delivery--in meeting the needs of the poor majorities within the poorest countries. Each and every project and programme should be more rigorously assessed and evaluated in terms of developmental impact.

6) What are other countries doing?

We do learn from the successes and mistakes of others. However, international development efforts emanating from this country would benefit from a more systematic comparative study of what other countries are doing.

7) Who should decide?

(a) To the extent that more effective policy integration in the interests

of achieving greater overall consistency in Canada's relations with the Third World emerges, it must come from the Cabinet.

(b) We recommend against the establishment of an over-arching advisory council. Instead, we would support special purpose advisory committees associated with particular projects and programs, such as the one being established for Africa 2000. We would also welcome more extensive opportunities for informal consultation and information-sharing. In both respects, the International Division of the AUCC and/or university representatives should be invited to serve as active participants.

(c) Development projects should be assessed and evaluated in terms of developmental effectiveness as well as financial accountability in such a way as to balance the two concerns, while maximizing creativity and flexibility.

8) What channels and aid instruments should we use?

(a) Canada's multi-lateral shares in ODA must be maintained and for certain organizations the share must be increased (e.g. UNESCO, Commonwealth cooperation)

(b) Efforts should be directed towards incorporating food aid into a rational development plan, which, by means of judicious technical and structural changes in the agrarian sector, has among its objectives the eventual elimination of the need for such aid except for true emergencies and disasters. Research and human resource development are key elements as efforts to this end are intensified.

(c) CIDA should try as far as possible to fit projects in Category I countries into coherent programs, and to co-operate with other like-minded donors on working out the complementary contributions that each can make to national programs.

9) What role should ODA partners play?

(a) In general, policy-makers should consider making greater use of NGOs in the bilateral program and in projects supported by local communities and the NGOs themselves.

(b) Efforts should be intensified to strengthen the human resource aspects of ODA through job placement experiences in business.

(c) Proponents of channeling more aid through the private sector and non-governmental organizations and institutions hold out the prospects of greater cost-effectiveness, responsiveness, creativity and flexibility. These claims should be subjected to critical examination on a case-by-case basis. Excessive fragmentation of effort should be avoided as well.

10) Do we learn from our mistakes?

At the top of the list of possible reforms in Canadian ODA are the linked

needs for better assessment of the developmental impact of projects and programs, and more effective monitoring and evaluation of them once they are undertaken. The universities have substantial expertise to offer to these processes.

Encouragement from the Standing Committee for more openness would reflect a deserved self-confidence that much of what we are now doing in the aid field is worthwhile and an equally self-confident assertion that we can do better.

11) What are Canadians saying?

A more systematic approach to teaching about international development in the elementary and secondary schools would be welcome; perhaps we could look here for a co-operative initiative involving provincial ministries of education and agencies for international development (where these exist) and CIDA.

The establishment of a national Institute of Development Studies and university chairs in Development Studies would strengthen the abilities of the universities to engage in community outreach activities in the sphere of development education. (See below, Recommendation 15.)

12) Should we pursue targets?

The Standing Committee should take a strong position in support of an automatic linkage or lock-in between ODA and GNP that would start with the current 0.5% and move gradually upward on a regular schedule, beginning in 1990.

FURTHER RECOMMENDATIONS:

13) Funding Arrangements.

(a) Canada's universities have always engaged in community service, and international development work is a natural and logical extension of that. However, at a time when the basic mission of disseminating and extending knowledge through teaching and research is threatened by a shortage of resources and continuing restraint, CIDA and other ODA funding agencies must recognize that the universities cannot resort to operating grants and student fees to subsidize development projects. They must cover their direct and overhead expenses.

(b) The universities should be used as the principal vehicles for development projects that focus upon education and research, and that involve extensive use of university personnel.

14) Educating Third World Students in Canada.

(a) We urge both senior levels of government to do some serious

rethinking about policies that make it difficult for Third World students to come to Canada, and for the universities to play their full role in the sphere of human resource development.

(b) We recommend that CIDA establish an additional 200 open scholarships for Category I countries over and above the educational and training awards provided under bilateral programs.

(c) We recommend that Employment and Immigration Canada waive for Third World students the work permit restrictions that currently constrain visa students from accepting employment while in this country. We also urge that no service fees be levied for obtaining student visas.

(d) We support the establishment of short courses in management for Third World students as they come to the end of their studies in Canada. These courses would be focussed upon how to make the transition from the Canadian university setting to the challenge of organizing and operating programs in their home countries with only minimal support services.

(e) We suggest that the Department of External Affairs and CIDA and the AUCC establish programs to improve information flows about Canadian universities to developing countries, including a resumption of briefings for Foreign Service Officers on what Canada's universities have to offer and, in the case of Category I countries, periodic visits by qualified information officers.

15) Strengthening Research and Teaching Capacities.

(a) The universities and the agencies with which they work need to recognize the validity and necessity of inter-disciplinary inquiry in the field of Development Studies, and of providing adequate financial support for inter-disciplinary research.

(b) We support the creation of university chairs in Development Studies to stimulate teaching and inquiry on a number of campuses, and to strengthen ongoing community outreach activities in the sphere of development education. We recommend that the establishment of chairs be considered by both levels of government.

16) Canadian Leadership in Distance Education.

We call upon the Standing Committee to endorse the establishment of a Commonwealth Open Universities Institute. We also suggest that thought be given to developing an analogous institution for la francophonie.